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1857

National quarantine and sanitary convention, 1st.

Minutes of the proceedings ... 1857.

Philadelphia, 1857.

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MINUTES  
OF THE  
PROCEEDINGS  
OF THE  
QUARANTINE CONVENTION,  
HELD AT PHILADELPHIA  
BY INVITATION OF THE  
PHILADELPHIA BOARD OF HEALTH,  
MAY 13-15, 1857.

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*General Report and Sanitary Council*

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MINUTES OF THE PROCEEDINGS  
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QUARANTINE CONVENTION.

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WEDNESDAY, MAY 13th, 1857.

The Quarantine Convention met in the Supreme Court Room, Philadelphia, May 13th, 1857, at 11 o'clock A. M.; and on motion of Dr. Wilson Jewell, of Philadelphia, was temporarily organized by calling WILLIAM BONSALE, Esq., President of the Philadelphia Board of Health, to the Chair, and the appointment of Dr. JOSEPH R. COAD, Secretary of the same Board, as Secretary.

The object of the convention was then stated by Dr. Jewell, in the following address :

*Mr. President and Gentlemen :*

Having been honored, by the delegates from this city, with the appointment of Chairman of the Committee of Arrangements, it becomes my agreeable duty to lay before you, in a few brief remarks, the origin, and the objects contemplated in the call, of this convention. As a suitable preliminary,

however, permit me to say, it is with no ordinary feelings that I extend to you a cordial salutation, and welcome you to our city and its hospitalities. Trusting that your sojourn among us may be a pleasant one in a social aspect, let me assure you that nothing shall be wanting on our part to render your stay agreeable; while we, above all, are desirous that our conventional relations may prove harmonious, mutually profitable, and, eventually, advantageous to the sanitary and commercial interests of all our seaboard cities.

Allow me, also, to congratulate you, as the honored delegates to the first American congress ever convened for sanitary reform. Yours is an object so momentous in its character, and so important to the safety, the health and the prosperity of every community, as to deserve and command the serious consideration of the highest order of intellect in the land. You inaugurate a movement, that, in my estimation, should not be confined exclusively to the learning, the wisdom and experience of our time-honored medical profession, but one in which the intellectual resources to be found in every department of science and the arts should be sought out and heartily enlisted.

Mr. President, we meet to-day on an untried platform; our commission is as novel to us as it is new in our history; yet however inadequate we may prove for the accomplishment of the important work assigned us, of correcting errors in the public mind—errors founded often upon prejudice and ignorance—I shall nevertheless, feel that our mission is a distinguished one. I hail it as evidence of the dawn of a new era in the domain of American science, that we are convened to deliberate upon questions relating to the improvement of public health. It is the introduction to a field of learning almost unexplored in this country, yet a field as interesting as it is extensive, and as important as it is uncultivated.

Public hygiene, sir, with us, has, until of late years, received but little attention. It lies almost a dreary waste in our annals of progressive science. True, here and there may be seen a solitary devotee, earnestly engaged in his sanitary and

statistical labors, unaided and alone. Faint, yet pursuing, with his eye steadily fixed upon the star of promise, he presses onward and still onward, gathering encouragement and strength as he advances, until at length he may behold the bright spots of verdure freshen and increase in his rugged pathway; for the first time, in the assembling of this intelligent convention is he cheered with the sight of his favorite study taking its position amongst us with kindred sciences; and now he may feel that his sanitary desert is beginning to rejoice and blossom as the rose, and that his solitary wanderings are to be made glad by the footprints of his countrymen, marshaled in the promotion of the science of health,—a science limited only by the dearest interests, the health and happiness of the entire human family.

It has been said, sir, and it has been written—perhaps with more fact than fancy—that the councils of our nation have legislated upon almost all topics save that of public health. Be this, however, as it may, it is high time that the votaries of science were awake in the pursuit of the true principles of sanitary reform, since measures are being everywhere adopted for the elevation of kindred sciences, and for the cultivation and perfection of less important arts. When modern discoveries are every day developing the vast, inexhaustible resources of nature—when the influence of steam is revolutionizing the world of labor, and the electric telegraph, scaling mountains, skimming plains, spanning oceans and belting the earth itself, is annihilating time and space with its lightning speed—it is but in accordance with the spirit of the age that efforts should be made, plans suggested, and special sanitary legislation recommended and administered, for the promotion of public health. Nor am I far from the truth, if I claim to say on this occasion, as a sanitarian, that our greatest real public want in this enlightened latter half of the nineteenth century, is a judiciously devised and faithfully executed code of internal and external sanitary laws.

And this, sir, is the paramount object for which we have been brought together to-day—especially to consider and recommend

for adoption an improved and, as far as may be practicable, a uniform system of quarantine laws.

The call of this convention originated with a member\* of the Board of Health of this city, in the fall of 1856. The members of that body, after a careful review of the proposition, pledged their co-operation, and appointed a committee to correspond with the boards of health of several of our large cities, on the propriety of the measure. The committee immediately forwarded copies of the annexed communication to the Boards of Health of Boston, New York, Baltimore, and New Orleans:

“PHILADELPHIA, Nov. 10, 1856.

GENTLEMEN:—At a stated meeting of the Board of Health of our city, held October 29th, ult., the following resolution was unanimously adopted:

‘*Resolved*, That a committee of three, with the President, be appointed to correspond with the Boards of Health of New York, Boston, Baltimore, and New Orleans, on the propriety of calling a convention of delegates from the various boards of health in the maritime cities of the United States, for the purpose of a conference in relation to the establishment of a uniform system of revised quarantine laws.’

“As chairman, and in behalf of said committee, as well as in accordance with the spirit and letter of the resolution, I respectfully call your attention to the importance of a revised and uniform system of quarantine laws, for the protection of the maritime cities of the United States from the introduction and spread of disease through the channels of commerce.

I am also directed to solicit your approval of the suggestion therein made, of calling a convention of delegates from the several boards of health in the commercial cities of the States, which, in our judgment, is the only feasible plan for accomplishing an object second to none other in importance, and one alto-

\* Dr. Wilson Jewell.

gether worthy the highest consideration of those who are the custodians of the public health.

It needs no argument to convince any one, who has given attention to the subject, that quarantine laws, wherever they prevail, are antiquated, defective in many of their leading features, positively oppressive in their operation upon the interests of commerce, when rigorously exacted, and have failed in accomplishing the benevolent purpose for which they were originally framed, and subsequently enforced—viz., to guard against the introduction of pestilential and contagious diseases from abroad, into our seaport cities and towns.

There are, however, other valid reasons, which might be given, why a remodeling of quarantine laws seems to be regarded as necessary, if they are to keep pace with the improvements of the age in science and knowledge; not the least imposing of which is their inconsistency, in many points of view, with the prevailing opinion among medical men and sanitarians, on the subject of contagion and the laws which govern epidemics.

A uniform system of quarantine, operating alike in all our seaports, we are persuaded, is not only desirable, but is highly essential, if we would remove many of the existing embarrassments to commerce. This prevailing and abused inequality in the laws of quarantine to which our commerce is made subservient, operates both oppressively and unjustly. For while those of some States are unnecessarily rigid when exacted; others, again, are so deficient in wise and proper regulations, or so defective in their enforcement, as to be rendered almost a nullity.

To remedy these well known and serious defects in a system of external sanitary laws—which, if worth retaining, should be carefully regulated and rigidly insisted upon, or, on the other hand, if deemed to be useless and oppressive, abandoned—is the great object we have in view, and for which we ask your deliberate consideration.

Should the proposition for a convention of delegates from all our Atlantic cities strike you with the like favor with which it

has impressed us, we should be happy to confer with you as to the time, place, and manner of carrying out the contemplated measure, as well, also, to have your views in relation to the efficiency of quarantine. This latter question, you are aware, has of late years occupied a conspicuous place in the science of hygiene. In England, quarantines have been adjudged as "wholly insufficient to prevent the introduction and spread of epidemic disease," and hence their entire discontinuance has been recommended.

We would, in closing, suggest Philadelphia as the most central location for holding the convention, and the month of April, 1857, as a suitable time. The number of delegates to be determined by the Boards appointing.

An early answer is desirable, inasmuch as various preparatory steps will be necessary, in order to give a national and imposing character to the convention, and that its proceedings may carry such an amount of scientific and practical influence as will be likely to result in the recommendation and adoption of an improved system of external health laws by the Legislatures of those States bordering on the Atlantic ocean—for the more effectual security of every commercial community from the ravages of disease.

With great respect, I subscribe myself,

Yours, &c.,

WILSON JEWELL,

*Chairman of Special Committee on Quarantine."*

Receiving the hearty sanction of these bodies, and realizing that the time had arrived when the assembling of an American congress for sanitary reform would be hailed with universal favor, the board assumed the responsibility of inviting delegates from boards of health, boards of trade, and from two regular medical societies in each of the principal seaboard cities of the States, to assemble in convention in this city, fixing to-day, May 13th, as the time. In accordance with this arrangement, the com-



mittee addressed the following circular to the various bodies in the several maritime cities.

“QUARANTINE CONVENTION.

The necessity and importance of an entire revision of the laws of quarantine in this country, has long been felt and acknowledged. Among the great commercial nations of Europe, the paramount significance of the subject having arrested the attention of their leading men, a *conférence sanitaire* was held at Paris in 1851 and '52, where the whole question was ably discussed, and revisions suggested, that were intended to form the basis of a uniform and improved system of external health laws. Since that period, the question of their entire abrogation, especially in England, has been learnedly and minutely investigated.

No one, who has made himself at all familiar with the existing systems of segregation, as set forth in the antiquated quarantine laws which, with few exceptions, prevail throughout the United States; or has either directly or indirectly been made the unfortunate victim of their overbearing interdictions, but must admit, that in many of their leading features, inefficiency, oppressiveness and inconsistency, far outweigh the benefits, which a well-ordered code of regulations would confer upon every community.

Nor is the exclusion of uniformity in the laws of one State over those of another, a less objectionable element. The enforcement of an indiscriminate quarantine in one State is calculated to operate with serious embarrassment upon another, recognizing and acting under principles at variance with the former.

In vain also can we expect any change in the policy of quarantine restrictions as at present adopted and enforced by the different seaboard cities, for the purpose of establishing a uniformity of laws, unless by a simultaneous movement of the several municipal corporations or boards of health, endorsed by legislative enactments.

In a sanitary as well as in a commercial aspect, a change is alike desirable and politically demanded in the fundamental principles, upon which all our quarantine laws are based. As regards the former, they have by no means kept pace with the rapid strides recently observed in the science of public hygiene, and with respect to the latter, they are singularly burdensome, by clogging the wheels of a foreign trade, whenever and wherever enforced.

The commercial, the political, and the social interests of the nation, cry aloud for a re-moulding of these external health laws, while the voice of humanity may be heard, pleading for the adoption of measures less offensive to the dictates of benevolence.

No State or seaboard city is entirely satisfied with its existing quarantine laws, owing in part to the great diversity of sentiment and uninformed prejudices, among those especially who are the custodians of these laws. Frequent and loud, also, are the complaints urged by others equally interested, of their onerous and unequal character; mischievous where they should be harmless, and disadvantageous where they should be protective.

Governed by these views, and desirous of beholding "a code of laws (uniform under all similar circumstances, if possible,) as would offer the fewest interruptions to an active commerce, and at the same time guard that commerce, so that it may not become a channel for the introduction of any agent which might affect the health or life of those dwelling in the seaports," the Board of Health of Philadelphia, in October, 1856, appointed a committee "to correspond with the Boards of Health of New York, Boston, Baltimore and New Orleans, on the propriety of calling a convention of delegates from the various boards of health in the maritime cities of the United States, for the purpose of a conference in relation to the establishment of a revised and uniform system of quarantine laws."

Receiving the hearty concurrence of the bodies thus addressed, to the proposed measure, and believing the time fully arrived when the propriety of such a deliberative assembly will receive



universal approbation, we hereby assume the responsibility of calling a Quarantine Convention, and would invite delegates not only from the boards of health, but also from the boards of trade, and from two regular medical societies, (as may be approved of by the boards of health in those cities where there shall exist more than two organizations,) in each of the seaboard cities of the United States. Should no board of trade or board of health be organized in any of the cities addressed, the authorities will make such appointments in lieu thereof, as in their judgment may be proper under the circumstances. Said convention to assemble in the city of Philadelphia, on Wednesday, the thirteenth day of May, next ensuing. The number of delegates to be at the pleasure of the board or society making the appointment.

(Signed)

WILSON JEWELL, M. D.,  
WILLIAM BONSALE,  
JOSEPH R. COAD, M. D.,  
WILLIAM GALLAHER, M. D.,

*Committee."*

After the full enunciation of the specific object for the call of this convention, as presented in the circulars which I have just read, it would seem hardly necessary to furnish a single additional argument by way of explanation.

The preservation of the public health, however, is a question of grave import; while the best means for guarding against the inroads of epidemic disease is a desideratum of peculiar interest.

That branch of the subject which will necessarily claim our attention, is quarantine, or more properly, external health. Its history is full of exciting interest. Much learning has been lavished upon it, various theories have been erected for its support, numerous controversies have been sustained; and some of the most distinguished men in the medical profession, both in the present and past ages, have been enlisted, in the investigation of the erroneous hypotheses and conflicting testimony which have obscured the truth.

Aside, however, from all the fallacies and evils adherent to our quarantine systems, two propositions have been almost universally conceded. 1st. That quarantine has failed in securing the laudable end for which it was originally instituted. 2d. That quarantine regulations are susceptible of improvement.

The utility of quarantine establishments in preventing the introduction of disease into our cities through the agency of an active commerce, is one of the leading and perhaps the most important of all the questions involved in the subject, and one that will without doubt engage the attention of this convention.

That there are evils incorporated with the laws of quarantine, the advocates for its most rigid enforcement will not pretend to deny.

Nor is the want of a uniform system of external health laws a less objectionable feature—laws which, as far as practicable, should not only offer the fewest hindrances to commerce, but at the same time equalize the requirements exacted of vessels arriving at any of our ports, and at all seasons of the year, are of all others most to be desired.

Different policies adopted in the several seaboard cities have exerted an injurious influence, especially during the prevalence of wide-spread epidemics. An indiscriminate and strictly isolated quarantine enforced in one commercial metropolis is calculated to pander to the prejudices, excite the credulity, and add to the fears of the citizens of another where a more discriminating and less restrictive policy is observed. It also serves as a shackle upon commerce, in those instances especially where vessels arriving indirectly from sickly ports and having already undergone quarantine, are yet compelled to undergo a second detention.

There are other glaring inconsistencies and evils engrafted upon quarantine to which we might refer at this time; but as these, in connection with other questions, will without doubt receive proper attention at the hands of the convention, we forbear introducing them here.

It will be seen that we have carefully avoided the discussion

of any of the existing theories, or the investigation of any of the numerous errors which overlay the entire fabric of quarantine. Unwilling to anticipate the action of the delegates in any of these matters, we leave the entire subject in the hands of the convention, believing that it is composed of gentlemen abundantly able to set at rest every vexed scientific question, and to recommend the adoption of a uniform system which, when practically observed, will meet every emergency.

An outline of the quarantine regulations of some of the principal cities in the United States may not be improper at this stage of our proceedings, not only to show their relative character and diversity of isolation, but as a means of reference for the convention, that the delegates may be able to compare one system with another, and thus be more competent to judge of the advantages or disadvantages embraced in the different policies.

At Boston, Mass., the Mayor and Aldermen constitute the Board of Health, and are competent to make all rules and regulations for the government of quarantine. Their chief measures of protection from the introduction and spread of epidemic or infectious diseases consist in the proper enforcement of sanitary precautions.

In 1853, all vessels arriving from ports where yellow fever was prevailing, or having cases of the disease on board, were ordered into quarantine, where they were examined, and if found to have any decomposing or fermenting substances, or collections of filth in the cargo, or among the ballast, they were discharged of their cargoes, and cleansed thoroughly; and these sanitary measures were continued until a decided frost occurred. All isolative quarantine was avoided. Passengers, and as many of the crew as could be spared, were allowed to land and enter the city with their personal baggage and effects. Permits were to be obtained from the port physicians.

At the present time, the only quarantine regulation in force, applies to vessels arriving with immigrant passengers. They are detained for examination, after which they proceed to the city. If sickness is on board, the sick are sent to the hospital. Vessels

arriving with smallpox or any contagious disease among the crew or passengers, *proceed directly to the city*; application is made at the custom-house, and all who are entitled to the benefit of the marine hospital fund, are removed there.

In Providence, Rhode Island, the corporate authorities enact the ordinances respecting the quarantine. The Aldermen constitute the Board of Health, and appoint the health officer, enforce and suspend at their pleasure the quarantine regulations; they determine the time that a vessel shall be detained at quarantine, as well as prescribe the ports or places other than those named in the ordinance, from which vessels arriving shall be subject to a visit of examination.

The ordinance requires all vessels from foreign ports and places, except those north of the 48th degree of north latitude, and all those from any place in the United States south of the Chesapeake bay, including Norfolk and places on James river, whatever be their lading, to be detained at quarantine until visited by the health officer, at whose discretion, they shall proceed to the city.

Vessels arriving from ports or places where contagious diseases are prevailing, or have recently prevailed, are not allowed to unload at any of the wharves in the city. But, having undergone quarantine, may, with the consent of the health officer, discharge their cargoes into scows and lighters, and thus bring the same to the city. Vessels arriving from other ports in the United States, having discharged their cargoes agreeably to the quarantine regulations of said ports, shall not come to the wharf during the existence of quarantine, except as provided for by the health officer.

All vessels having at the time of their arrival, or having had during the voyage, disease on board of a malignant or contagious character, shall not come to the city during quarantine. All foul or unclean clothing or bedding from sickly vessels, shall not be landed in the city during quarantine; and those from healthy vessels arriving from places where contagious and malignant diseases are or have been prevailing, shall undergo washing and

cleansing before entering the city. The crews and passengers of all vessels quarantined, are also detained on board during the pleasure of the Board of Health. The vessels at quarantine are cleansed and inspected by the health officer before being permitted up.

Heavy penalties are exacted for all violations of the health laws, and from persons going within fifty yards of the hospital during quarantine.

At New York, the Mayor and Common Council compose the Board of Health, by legislative authority.

All vessels arriving at this port, between April 1st and November 1st, from infected places, or having had on board any pestilential or contagious or infectious disease, shall remain at quarantine at least thirty days, and twenty after their cargo has been discharged; and are subject to such further quarantine as the Commissioners of Health may prescribe. All other vessels are detained for a visit at the quarantine, and if found healthy, are permitted up; but if not, are subject to quarantine as the Mayor and Commissioners of Health may direct. Steam vessels with disease on board are subject also to detention, as the board of Commissioners may order.

The crews and passengers, with their baggage, of all infected vessels, or those subject to quarantine, are detained for fifteen days after the appearance of the last case of disease, and ten days after their arrival, unless sooner discharged by the Mayor and Health Commissioners.

The Board of Commissioners of Health—composed of the Mayor, the President of the Board of Aldermen, the President of the Board of Councilmen, the Health Officer, Resident Physician, the Health Commissioner, and City Inspector—have power to forbid all intercourse with infected places, by land or sea, and may quarantine all vessels, crews, passengers, baggage and cargoes, and apprehend all persons coming into the city from such places, and send them back, or if sick, to the Quarantine hospital.



Sanitary measures are strictly enforced at quarantine with vessels, cargoes, baggage, crews and passengers.

Heavy penalties are imposed for a violation of any of these laws, and according to an act of April, 1857, vessels may be removed from the wharves of New York or Brooklyn, when the health of the city demands it, to a place of safety, and all infected goods in the city, as well as vessels at quarantine; the expense of said removal to be at the expense of the owners of said vessels, and to be a lien on them.

The quarantine of Philadelphia is under the direction of the Board of Health, by legislative enactment.

From the 1st of June until the 1st of October, the time to be extended if the Board deem it necessary, all coasting vessels with foreign goods, or the baggage of foreign passengers, and every vessel from a foreign port, bound to Philadelphia, must come to anchor at the Lazaretto, for a visit from the physician. If said vessels are healthy, clean, without an infected cargo, had no sickness during the voyage home or in a foreign port, and if no malignant or contagious disease prevailed at the port of their departure, they shall proceed to the city. But if otherwise in any of these particulars, they shall be detained, with the crews and passengers, for such time as the Board of Health may direct, not exceeding twenty days.

Every vessel detained by the physician at the Lazaretto, is thereby subjected to the will of the board, which alone is invested with power to release her.

Vessels having had on board sickness of a malignant character, during the voyage, or in a foreign port, or while at quarantine, are subject to further detention, as the board may direct; the board may discharge the cargoes, have the vessel and baggage cleansed, and also keep the passengers and crews within a strict quarantine until the 1st of October.

The act of Assembly also forbids persons, their baggage, &c., having arrived at any port or place in the United States, from a sickly port, or in any vessel in which malignant disease existed while they were on board, from entering the city or county of

Philadelphia, without permission of the Board of Health, or without having performed a quarantine of twenty days.

Heavy penalties are imposed by law for a violation of the quarantine laws.

The quarantine laws of Delaware are the laws of the State. The health officer is appointed by the governor. The law provides that, no master or person having charge of a vessel bound to any port in the State, with more than forty persons on board, or conveying any one sick with an infectious disease, or coming from any sickly port, shall bring or permit his vessel to be brought nearer than one mile of any place, nor land any goods or persons until permit is granted.

The health officer shall visit such vessel. There are penalties for the violation of these provisions.

If the health officer refuses a permit, he is to make report forthwith to the Mayor of Wilmington; or in other case, to two justices of the peace, who, under such regulations as they may deem consistent with the public health, may grant a written license, &c. No person shall go upon such vessels.

The Mayor and Council of Wilmington, with advice of the nearest health officer, are to make proclamation in case of information of infectious disease prevailing at any port or place; and all vessels and persons are to be governed as said proclamation may prescribe. They have power to make further restrictive regulations.

In Baltimore, Md., quarantine laws and regulations are municipal, and provided for by ordinances, enacted by the Mayor and City Councils, who appoint annually a marine hospital physician to carry them into execution, and upon whom devolves the entire responsibility of detaining vessels at quarantine or admitting them to the city.

All vessels arriving from sea between the 30th of April and the 1st of November, and at such other times as the Mayor and Board of Health may direct, are visited by the marine hospital physician before they come to at the wharf. If necessary, they must anchor near the Lazaretto, where this officer shall make a

careful examination into the health of the crews and passengers, the condition of the cargoes, the state of the vessel as to cleanliness, and generally into all circumstances as may in any way affect the health of the city; and if, in his opinion, it is unsafe to admit any vessel so examined to come to the wharf and discharge her cargo, she is detained at the Lazaretto, for purification, at the pleasure of the health officer.

Vessels arriving with smallpox, or varioloid, or other infectious or contagious diseases on board, are to be strictly quarantined, and the crews and passengers detained for purification; and neither are allowed to depart without first obtaining the written permission of the marine hospital physician. But no specified time is fixed for their detention.

Heavy penalties are imposed for a violation of any of these ordinances.

The Board of Health, if they deem it proper, may order vessels into the stream for purification after their cargoes have been discharged at the wharf.

These ordinances cause but slight delay to the commercial interests.

In Charleston, South Carolina, quarantine is regulated by ordinances of the City Council. In April, 1855, it was ordered that all vessels arriving between the 1st of June and the 1st of October, directly or indirectly from places where pestilential or infectious fever prevailed at the time of their departure, or having on board, during the voyage, any case of such fever, shall remain at quarantine for at least thirty days, and at least twenty days after discharging their cargoes. It was also ordered that all vessels as above arriving between April 1st and November 1st, exclusive of the time in said subdivision mentioned, all vessels from foreign ports, on board of which, or while at the port of departure, any person shall have been sick, and all from any place in America, south of Georgia, shall be subject to such quarantine as the port physician shall prescribe.

All infected vessels are to be removed to a safe distance from suspected ones, at the quarantine ground, and intercommunica-



tion prohibited. Vessels to discharge cargo when ordered by the port physician for purification, but otherwise to be ventilated, purified and cleansed, as well as the cargo, bedding and clothing on board; and, if necessary, any of the latter may be destroyed.

All persons arriving in vessels subject to quarantine, are detained twelve days after the sailing from their port of departure, fifteen after the last case of pestilential or infectious fever that has occurred on board, and eight days after their arrival at quarantine, unless sooner discharged by certificate of acclimation.

Cargoes of vessels, detained at quarantine, may be sent to the city upon the certificate of the port physician, when in his opinion they are free from infection or contagion; but none are allowed to leave the vessel until they receive a permit from the port physician.

Heavy penalties and imprisonment for a violation of the quarantine laws, as ordained by Councils, are exacted by an act of Assembly.

The quarantine laws of New Orleans are established by an act of the Legislature of the State. These laws are enforced by a board of health, who derive their commission from the governor for one year. All vessels, with their cargoes, passengers and crews, arriving from any place or port which has been declared by the governor, upon the advice of the Board of Health and resident physicians, to be an infected place, shall be quarantined during such period as the governor in his proclamation shall require; and all foul vessel or vessels, having on board cases of cholera, yellow fever, pestilential, contagious or infectious diseases, shall be detained at the quarantine not less than ten days, and such other time as the resident physician may deem necessary; the sick are then landed and placed in the hospital, the vessel to be cleansed and fumigated, and the captain compelled to submit to such other rules as the Board of Health may adopt. From the 1st of May to the 1st of November all tow-boats plying between the mouth of the river and New Orleans, shall be liable to inspection and quarantine, and shall not be

admitted to the city without a certificate of the quarantine physician, which shall not be granted before a detention of five days.

No intercourse to be had with vessels at quarantine without permission of the quarantine physician.

Heavy penalties are exacted for a violation of any of the quarantine laws.

The location of the quarantine ground is fixed by law at a distance not less than seventy miles below the city of New Orleans on the Mississippi river."

The names of seventy-three delegates, from nine States and twenty-six different authorities, were then read and reported as having been received by the Committee of Arrangements, and entered upon the register.

The following list includes all the bodies represented and delegates present at the Convention :

#### BOSTON, MASSACHUSETTS.

##### *Board of Health.*

Hon. Alex. H. Rice, Mayor of Boston.

Oliver Frost, Alderman,	James Nute, Alderman,
Otis Rieh,                   “	Timothy A. Sumner, “
Solomon Carter, “	Benjamin James, “
Joseph M. Wightman, Ald.,	John F. Dingley. “

##### *External Health.*

John M. Moriarty, M. D., Port Physician.

##### *Internal Health.*

Henry G. Clark, M. D., City Physician.

George Hayward, M. D., Consulting City Physician,

Dr. Jacob Bigelow, M. D., “ “ “

## PROVIDENCE, RHODE ISLAND.

*Board of Health.*

Usher Parsons, M. D.

Edwin M. Snow, M. D., Health Officer.

*Medical Association of Providence.*

Edwin M. Snow, M. D.

—

## NEW YORK.

*Board of Health.*

Chas. H. Haswell, Councilman, J. H. Valentine, Alderman,

Homer Franklin, “ Morgan L. Harris. “

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## NEWARK, NEW JERSEY.

*Board of Health.*

A. N. Dougherty, M. D.

*Corporation of Newark.*

Isaac A. Nichols, M. D.

—

## CAMDEN, NEW JERSEY.

*Board of Health.*A. W. Nash, Councilman, A. W. Adams, Councilman,  
Wm. Sharp, Councilman.*Camden City Medical Society.*W. S. Bishop, M. D., Othniel H. Taylor, M. D.,  
Thos. F. Cullen, M. D.

—

## PHILADELPHIA, PENNSYLVANIA.

*Board of Health.*Wilson Jewell, M. D., Joseph R. Coad, M. D., Sec'y.  
W. Gallaher, M. D., W. Bonsall, President,  
Eliab Ward, M. D., Port Physician.

*Board of Trade.*

John H. Diehl,	S. S. Bishop,
Edmund A. Souder,	A. E. Outerbridge.

*College of Physicians.*

R. La Roche, M. D.,	D. F. Condie, M. D.,
John Bell, M. D.,	G. Emerson, M. D.,
Edward Hartshorne, M. D.	

*County Medical Society.*

Samuel Jackson, M. D.

B. H. Coates, M. D.,	David Gilbert, M. D.,
Thos. H. Yardley, M. D.,	Wm. Mayburry, M. D.,
John B. Biddle, M. D.,	A. L. Kennedy, M. D.

—

WILMINGTON, DELAWARE.

*Board of Health.*

Lewis P. Bush, M. D.,	J. S. Valentine,
R. P. Johnson, M. D.,	Wm. Canby.

*Medical Association of Wilmington.*

Jas. W. Thomson, M. D.,	James F. Wilson, M. D.
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*New Castle County Medical Society.*

Henry F. Askew, M. D.,	John P. Wales, M. D.,
James Couper, M. D.	

—

BALTIMORE, MARYLAND.

*Board of Health.*

John De Butts, M. D.,	Marine Hospital Physician.
W. M. Kemp, M. D.,	Judson Gilman, M. D.,
J. W. Houck, M. D.	

*Board of Trade.*

W. H. Quincy,	Geo. U. Porter.
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*Medical and Surgical Society.*

Lewis H. Steiner, M. D., Christopher Johnston, M. D.,  
J. C. Kinkle, M. D.

*Pathological Society.*

Charles Frick, M. D.

—

## NORFOLK, VIRGINIA.

*Board of Health.*

Wm. Selden, M. D.

*Health Officer.*

S. W. Cowdery, M. D.

—

## NEW ORLEANS, LOUISIANA.

*Board of Health.*

A. Foster Axson, M. D., C. Deléry, M. D.,  
W. B. Lindsay, M. D.

*Mayor and Common Council.*

E. H. Barton, M. D., James Jones, M. D.

On motion of Dr. THOMSON, of Delaware, it was

*Resolved*, That a committee of one from each State represented be appointed to nominate permanent officers of the Convention.

Whereupon the Chair appointed the following delegates :

Dr. Thomson, of Delaware,	Dr. Parsons, of Rhode Island,
Dr. J. B. Biddle, of Pa.,	Dr. Kemp, of Maryland,
Dr. Barton, of Louisiana,	Mr. Valentine, of N. Y.,
Dr. Moriarty, of Mass.,	Dr. Selden, of Virginia,
Dr. Nichols, of New Jersey.	

On motion of Mr. HASWELL, of New York, it was

*Resolved*, That the rules of order which govern the House of Representatives of the United States, be also the rules of order for this Convention.

On motion of Mr. HASWELL, of New York, it was further

*Resolved*, That a committee of five be appointed by the Chairman, to determine and report the rule of representation by which the Convention shall be governed in its voting.

The Chair appointed on this committee,

Mr. Haswell, of New York,	Dr. Jones, of New Orleans,
Dr. Condie, of Philadelphia,	Mr. Quiney, of Baltimore,
Mr. James, of Boston.	

The Committee on Nominations then reported the following delegates for election as permanent officers of the Convention :

*President,*

Dr. WILSON JEWELL, of Philadelphia.

*Vice Presidents,*

Dr. E. H. BARTON,	Hon. ALEX. H. RICE,
of New Orleans,	Mayor of Boston.

*Secretaries,*

Dr. EDWARD HARTSHORNE,	HOMER FRANKLIN, Esq.,
of Philadelphia,	of New York.

The nominations having been unanimously confirmed,

The Convention was permanently organized, with the President, Dr. JEWELL, in the Chair.

Invitations from C. F. Lex, President of the Point Breeze Park Association; C. Slater, Secretary of the Philadelphia Board of Guardians of the Poor; Hon. R. Vaux, President of the Board of Inspectors of the Eastern State Penitentiary; and Gavin H. Woodward, of the Philadelphia Board of Health, were received—all of which were accepted.

On motion of Mr. DIEHL, of Philadelphia,

It was determined that the daily sessions of the Convention should commence at 10 o'clock A. M.

On motion of Dr. ASKEW, of Wilmington, Del., it was

*Resolved*, That a Committee of seven be appointed to prepare and arrange business for the Convention.

Whereupon the President appointed

Dr. Askew, of Delaware,	Dr. Condie, of Philadelphia,
Dr. Kemp, of Baltimore,	Dr. Hayward, of Boston,
Dr. Barton, of Louisiana,	Dr. Parsons, of Rhode Island,
Dr. Selden, of Virginia.	

The Committee to determine the rule of voting then reported one, which was agreed to, as follows:

“Upon all questions involving the final decision or recommendation of this Convention, each body represented shall have one vote; but on all matters occurring in the current business of the Convention, each delegate shall have a voice.”

On motion of Dr. CONDIE,

The Convention adjourned, to meet again at 4 o'clock P. M.

## AFTERNOON SESSION.

4 o'clock, P. M.

The Convention was called to order by the President.

The list of delegates was then read and corrected.

The minutes of the morning session having been read and corrected, were approved.

A communication from Dr. Sterling, of New York, having been presented, was ordered to be read, and after the reading of a few paragraphs, was,

On motion of Dr. CONDIE, of Philadelphia,

Referred to the Committee on Business.

On motion of Dr. ASKEW, of Delaware, on behalf of the Committee on Business,

Messrs. Homer Franklin, of New York, and John H. Diehl, of Philadelphia, were appointed additional members of that Committee.

The Committee on Business then offered a report, in part, together with a preamble and resolutions, and asked leave to sit again.

On motion of Mr. FRANKLIN, of New York,

The report, with its preamble and resolutions, were re-committed, with authority to the committee to have them printed in time for the use of the delegates at the morning session.

Dr. EMERSON, of Philadelphia, on behalf of the Academy of Natural Sciences,

Announced that the hall and museum of the Academy would be opened expressly for the reception of the delegates to the Quarantine Convention, to-morrow (Thursday) afternoon, between the hours of 3 and 6 o'clock.

On motion, the invitation was accepted.

The Convention then adjourned.



THURSDAY, MAY 14th, 1857.

10 o'clock, A. M.

The Convention was called to order by the President.

The roll was called, and fifty-four delegates were present.

The minutes of the previous afternoon session were read and approved.

A letter from Dr. R. H. Thompson, Health Officer of New York, to Homer Franklin, Esq., having been offered to the Convention, was ordered to be read; and after the reading of the first two paragraphs, was, on motion of Dr. STEINER, of Baltimore, referred to the Committee on Business.

The Committee on Business then presented a printed report, in part, including the preamble and resolutions which were re-committed at the previous session.

On motion of Dr. CONDIE, of Philadelphia,

The first resolution was unanimously adopted, as follows:

*Resolved*, That it is expedient that the system of quarantine regulations be revised, and that correct principles, as far as scientific research and observation have developed them, should be the basis of future enactments, to the end, that a uniform code, as far as practicable, may be secured in all our ports.

On motion of Dr. CONDIE, of Philadelphia, it was

*Resolved*, That the propositions of the second resolution be considered separately.

The first proposition of this resolution was thereupon unanimously adopted, as follows:

1. There are certain diseases which may be introduced into a

community by foul vessels and cargoes, and diseased crews and passengers.

The second proposition, also, was agreed to without amendment, and reads as follows :

2. These diseases are smallpox, and, under certain circumstances, typhus fever, cholera, and yellow fever.

The third proposition being next considered, it was,

On motion of Dr. SNOW, of Providence,

Amended by substituting the word "not" for the words, "scarcely be expected," and was then adopted, so as to read thus :

3. When the latter diseases are introduced in this manner, their action is limited to individuals coming within their immediate influence, and cannot become epidemic, unless there exist in the community the circumstances which are calculated to produce such diseases independent of the importation.

The fourth proposition being next before the Convention, it was,

On motion of Dr. JONES, of New Orleans,

Laid upon the table.

On motion of Dr. KEMP, of Baltimore,

The same proposition was taken up again, and referred to the Committee on Business.

The fifth proposition being next in order, was agreed to, as follows :

5. Efficient sanitary measures, including quarantine, will, in most cases, prevent the introduction of these diseases, and may,

at any rate, disarm them of their virulence, and prevent their extension, when introduced.

Proposition sixth was,

On motion of Dr. BELL, of Philadelphia,

Amended by striking out the words "as preventive of disease," and substituting the word "often," for the word "are," and was then adopted, so as to read thus :

6. The present quarantine regulations, in operation in most of our States, are inefficient, and often prejudicial to the interests of the community.

The seventh proposition having been read,

On motion of Dr. BIDDLE, of Philadelphia,

The different sections were considered separately.

The first of these sections was,

On motion of Mr. HASWELL, of New York, and Dr. JONES, of New Orleans,

Amended so as to read thus :

7. Disease may be introduced, *first*, by a foul vessel, especially where proper measures are not taken to keep the hold free from stagnant and putrid bilge-water ; and more particularly, when there exist in the hold, droppings or drainage from putrescible matters, which are allowed to penetrate and remain between the timbers of the ship.

This was adopted as amended.

The second section was next considered, and,

On motion of Mr. HASWELL, was amended so as to read thus :

*Secondly*, by cargoes, consisting, in whole or in part, of rags, cotton, or like porous substances, shipped from ports at which any malignant, epidemic or endemic disease, of a contagious

or infectious character, prevailed at the time when the vessel was loaded.

It was then agreed to as amended.

The third section was next adopted, with a verbal alteration as follows :

*Thirdly*, by filthy bedding, baggage and clothing of emigrant passengers, particularly when these are crowded together in insufficient quarters, although the passengers themselves may be free from any actual disease.

The fourth section being then submitted, was agreed to with verbal alterations, so as to read thus :

*Fourthly*, by the air that has been confined during a voyage, in closely sealed or ill-ventilated holds.

The fifth section was next adopted as follows :

*Fifthly*, by squalid and diseased passengers landed and crowded together in unhealthy neighborhoods, or in small and ill-ventilated dwellings.

The sixth section also was agreed to, as it stands, thus :

*Sixthly*, by passengers and crews who are actually laboring under, or infected with any positively contagious disease, and their bedding, clothing and baggage.

Invitations from the Academy of the Natural Sciences, the Franklin Institute, and the Philadelphia Gas Company, were read and accepted.

On motion of Dr. CONDIE,

The Convention then adjourned until 4 o'clock in the afternoon.

## AFTERNOON SESSION.

4 o'clock, P. M.

The Convention was called to order by the President.

On motion, the calling of the roll, and the reading of the minutes of the morning session, were postponed.

An invitation from Messrs. Childs and Peterson, to view the relics of Dr. Kane's Arctic Expedition, at their publishing establishment, was read and accepted.

The eighth proposition of the report of the Committee on Business being in order for discussion,

On motion of Mr. WIGHTMAN, of Boston,

The first sentence was altered so as to read thus :

“To prevent, therefore, the introduction of disease from the several causes enumerated, the necessity is apparent of providing a system by which all parts of a vessel may be ventilated during a voyage ; and for the careful inspection of all vessels immediately upon their arrival, and before they are allowed to come up to the wharves of a city, for the landing of their passengers or the discharge of their cargoes.”

The second sentence of the eighth proposition was,

On motion of Dr. HAYWARD, of Boston,

Amended, by inserting after the words “no vessel,” the words “arriving between the 1st of May and the 1st of November.”

On motion of Dr. CLARK, of Boston,

It was further amended by striking out the words “by the opening of the hatches and the introduction of wind-sails,” and

On motion of Mr. DIEHL, of Philadelphia, and Mr. HASWELL, of New York,

It was lastly amended, by striking out all after the words “entirely removed.”

The sentence, as agreed to, reads as follows :

“No vessel, in fact, should be admitted to a port between the 1st of May and the 1st of November, until her hold is freely and fully ventilated, nor until the bilge-water is entirely removed.”

The whole eighth proposition, as amended, was then adopted, and is expressed as follows :—

8. To prevent, therefore, the introduction of disease from the several causes enumerated, the necessity is apparent of providing a system by which all parts of a vessel may be ventilated during a voyage; and for the careful inspection of all vessels immediately upon their arrival, and before they are allowed to come up to the wharves of a city, for the landing of their passengers or the discharge of their cargoes. No vessel arriving between the 1st of May and the 1st of November, should, in fact, be admitted to a port until her hold is freely and fully ventilated, nor until the bilge-water is entirely removed.

The ninth, tenth, and eleventh propositions were next submitted, and severally agreed to as presented, to the following effect :—

9. Provision should be made for the immediate landing of all those portions of the cargo of a vessel, and the baggage and clothing, that may be judged capable of generating or communicating disease, and for their proper purification, at such places and under such regulations, as shall preclude all danger of their exerting a morbid influence, either immediately, or upon their subsequent admission into the city.

10. Provision should be made for the immediate landing from on board of vessels as they arrive, of all persons who are actually laboring under disease, and for their due and comfortable accommodation and treatment, until such time as they can be taken charge of, and properly cared for by their friends.

11. In the case of a ship-load of squalid passengers, or those strongly predisposed to disease, their clothing, beds and other

effects, should be at once subjected to a thorough ventilation and purification; and upon their landing, adequate measures should be adopted to prevent them from crowding together in confined, unhealthy, and ill-ventilated dwellings and localities.

The twelfth proposition being then in order, it was,

On motion of Mr. HASWELL, of New York,

Amended by omitting the word "particularly" in the first line, and agreed to, so as to read as follows:

12. When a vessel arrives in a foul condition, or on board of which disease has prevailed during the voyage, after her crew and passengers have been removed from her, she should be subjected to a thorough process of cleansing and purification; for which purpose it may be necessary to discharge her cargo at a safe distance from the city, and to allow only such portions of it to be conveyed there as are incapable of creating disease, the residue being subjected to ventilation in such a manner as shall prevent it from suffering damage and all avoidable deterioration.

The thirteenth, fourteenth, fifteenth, sixteenth, seventeenth and eighteenth propositions were then read and unanimously adopted in succession, and without alteration, in the following language:—

13. The carrying out of these provisions should be intrusted to a single officer, with such assistants as may be required to aid him in the performance of his functions.

14. This officer should be a regular physician, of unquestionable talents and experience, and possessed of great decision and rectitude of character.

15. His compensation should be sufficiently ample to enable him to devote his entire attention and energies, throughout the year, to the duties of his office.

16. While the power of removing him for incompetency, neglect, or other adequate cause, should be vested in some competent



tribunal, his appointment should be based solely upon his capacity to fulfill satisfactorily his incumbent duties, and his continuance in office made dependent upon his faithful and skillful discharge of those duties.

17. To this officer should be intrusted the sole and entire decision, under certain general provisions established by law, as to the treatment required in the case of each vessel that shall arrive, and of its cargo, crew, and passengers; and to place it and these in a condition to prevent any danger of the introduction, by them, of disease; he, at the same time, being held to a strict accountability for the manner in which the discretionary power thus confided to him, is executed.

18. As in every community a Board of Health is necessary to watch over its sanitary condition, and to prevent or remove all domestic sources of disease, this body would appear to be the one in which the power of appointing, and the general supervision of the official conduct of the Quarantine Physician, may, with the greatest propriety, be invested.

The third portion of the report of the Committee on Business was then presented; and the first two propositions having been adopted without discussion,

On motion of Dr. HAYWARD, of Boston,

The question on their adoption was reconsidered, and the further action of the Convention upon these and the subsequent propositions of the Committee on Business was postponed.

Invitations from Mr. Chapin, Principal of the Philadelphia Institution for the Blind, and from the Board of Managers of the Philadelphia House of Refuge, were read and accepted.

On motion of Dr. EMERSON, of Philadelphia,

The Convention then adjourned.



FRIDAY, MAY 15th, 1857.

10 o'clock, A. M.

The convention was called to order by the President.

The roll was called, and the minutes, having been read and corrected, were approved.

On motion of Dr. CONDIE, of Philadelphia,

The consideration of the third portion of the report of the Committee on Business, which was first in order, was postponed.

A communication from A. N. Bell, Esq., of Brooklyn, and one from D. E. Wheeler, Esq., of New York, having been presented,

On motion of Dr. CONDIE,

They were separately read, and referred to the Committee on Business.

The Committee on Business then presented the concluding portion of their report, embracing one resolution, a substitute for the re-committed fourth proposition, and other propositions.

On motion of Mr. DIEHL, of Philadelphia,

The resolution and propositions were considered separately, and the question being taken on the resolution,

It was negatived.

The substitute for the fourth proposition being then submitted,

On motion of Mr. WIGHTMAN, of Boston,

It was amended by substituting the words "in connection with," for the words "in seasons marked by," and

Agreed to as amended, so as to read as follows:

"The circumstances alluded to, consist in vitiated states of the

atmosphere, from local causes, in connection with peculiar meteorological conditions."

The next proposition was,

On motion of Mr. HASWELL, of New York,

Amended by substituting the words "to procure," for the words "of procuring," and by adding the words "will be required," at the end, and was

Agreed to as amended, so as to read as follows :

"With a view to procure uniformity in quarantine regulations throughout the several ports of the United States, the assembling of another, and probably several, conventions similar to the present one, will be required."

The proposition succeeding the above being before the Convention, it was,

On motion of Mr. DIEHL, of Philadelphia,

Amended by striking out the word "final," and

On motion of Dr. THOMSON, of Delaware,

By substituting for "—— members," the words "one member from each State represented in the Convention ;"

On motion of Dr. STEINER, of Baltimore, it was further

Amended by striking out the words "unless the gentlemen above named be returned as delegates to said Convention," and substituting the word "powers" for the word "functions."

It was then adopted as amended, as follows :—

"To provide for the assembling of such a Convention in 1858, it is suggested that the President, Vice-Presidents and Secretaries of this Convention, with a committee of one member from each State represented in the Convention, be continued after our

adjournment, as commissioners for the purpose of taking the necessary steps for the call of a Convention next year; *Provided, however*, That their powers shall cease immediately upon the assembling and organization of the Convention of 1858."

On motion of Dr. BIGELOW, of Boston,

The last proposition of this portion of the report, suggesting a change of name from "Quarantine" to "Sanitary," was then stricken out.

On motion of Dr. CONDIE, it was thereupon

*Resolved*, that hereafter the name of this Convention shall be  
THE QUARANTINE AND SANITARY CONVENTION.

The consideration of the third portion of the report of the Committee on Business being then resumed,

On motion of Dr. CONDIE,

Its propositions were ordered to be read and considered separately.

The first, second and third propositions having been read and separately discussed,

On motion of Mr. DIEHL, of Philadelphia, after several different motions for amendment,

They were indefinitely postponed by a unanimous vote.

The fourth and fifth propositions being under consideration,

On motion of Dr. KEMP, of Baltimore,

The fourth and fifth propositions were likewise indefinitely postponed.

The sixth proposition was then,

On motion of Dr. KEMP,

Amended so as to read as follows:

"A thorough examination should be made of all immigrants on

their arrival; and if they are not protected against smallpox, they should be vaccinated."

The seventh proposition was amended,

On motion of Dr. CONDIE,

By omitting the word "regular;" and

On motion of Dr. CLARK, of Boston,

By substituting the words "at stated periods," for the word "monthly," and adopted, as follows :

"We recommend that there should be attached to our Boards of Health and Quarantine establishments, stations for minute meteorological observations, and vaccine establishments; and that records of these be published at stated periods for the public benefit."

The eighth proposition was,

On motion of Mr. HASWELL, of New York,

Amended so as to read as follows :

"We advise the introduction of increased comforts for crews and passengers, and the ventilation and purification of vessels by a more effectual method."

It was then agreed to as amended.

The President then announced the following delegates as members of the Committee of Arrangements for the coming year :

Ald. J. M. Wightman, of Mass.,	Dr. J. Thomson, of Del.,
Dr. E. M. Snow, of R. I.,	Dr. Kemp, of Md.,
Councilman Haswell, of N. Y.,	Dr. Selden, of Va.,
Dr. J. B. Biddle, of Pa.,	Dr. Lindsay, of La.

The resolutions and propositions of the report of the Committee on Business having been severally considered and agreed to as amended, the question occurred on the preambles.

On motion of Dr. CONDIE,

The second preamble was stricken out as unneeessary, and the first preamble was approved, as follows :

“ *Whereas*, Great interest has been awakened in the questions pertaining to eommeercial intercourse among the nations of the earth, and to the close relations, under some circumstances, of the health of communities to the regulations which affect this intercommunication; and inasmuch as there is great diversity and irregularity in the rigor of enactment which characterizes the legislation of different bodies upon this subject.”

The question by delegations, on the whole report, as amended, being proposed,

On motion of Mr. HASWELL,

A recess of five minutes was ordered to enable the different delegations to agree upon their representative votes.

The vote having been taken by delegations, eighteen answered Yea, two answered Nay, and two reported a tie.

The report, as amended, was agreed to, as follows :

“ THE COMMITTEE ON BUSINESS would respectfully present the following as their

## REPORT.

*Whereas* great interest has been awakened in the questions pertaining to eommeercial intercourse among the nations of the earth, and to the close relations, under some circumstances, of the health of communities to the regulations which affect this intercommunication; and inasmuch as there is great diversity and irregularity in the rigor of enactment which characterizes the legislation of different bodies upon this subject; therefore, be it

*Resolved*, That it is expedient the system of quarantine regulations be revised, and that eorrect principles, as far as

scientific research and observation have developed them, should be the basis of future enactments, to the end, that a uniform code, as far as practicable, may be secured in all our ports.

*Resolved*, That the following propositions be regarded as the sentiment of this Convention :

1. There are certain diseases which may be introduced into a community by foul vessels and cargoes, and diseased crews and passengers.

2. These diseases are smallpox, and, under certain circumstances, typhus fever, cholera, and yellow fever.

3. When the latter diseases are introduced in this manner, their action is limited to individuals coming within their immediate influence, and cannot become epidemic, unless there exist in the community the circumstances which are calculated to produce such disease independent of the importation.

4. The circumstances alluded to, consist in vitiated states of the atmosphere, from local causes, in connection with peculiar meteorological conditions.

5. Efficient sanitary measures, including quarantine, will, in most cases, prevent the introduction of these diseases, and may, at any rate, disarm them of their virulence, and prevent their extension, when introduced.

6. The present quarantine regulations, in operation in most of our States, are inefficient, and often prejudicial to the interests of the community.

7. Diseases may be introduced ; 1st, by a foul vessel, especially when proper measures are not taken to keep the hold free from stagnant and putrid bilge-water ; and more particularly when there exist in the hold droppings or drainage from putrescible matters, which are allowed to penetrate and remain between the timbers of the ship. 2d. By cargoes, consisting, in whole or in part, of rags, cotton, or like porous substances, shipped from ports at which any malignant epidemic or endemic disease, of a contagious or infectious character, prevailed at the time when the vessel was loaded. 3d. By filthy bedding, baggage and cloth-

ing of emigrant passengers, particularly when these are crowded together in insufficient quarters, although the passengers themselves may be free from any actual disease. 4th. By the air that has been confined during a voyage in closely sealed or ill-ventilated holds. 5th. By squalid and diseased passengers landed and crowded together in unhealthy neighborhoods, or in small and ill-ventilated dwellings. 6th. By passengers and crews who are actually laboring under, or infected with any positively contagious disease, and their bedding, clothing and baggage.

8. To prevent, therefore, the introduction of disease from the several causes enumerated, the necessity is apparent of providing a system by which all parts of a vessel may be ventilated during a voyage; and for the careful inspection of all vessels immediately upon their arrival, and before they are allowed to come up to the wharves of a city, for the landing of their passengers or the discharge of their cargoes. No vessel, arriving between the 1st of May and the 1st of November, should, in fact, be admitted to a port until her hold is freely and fully ventilated, nor until the bilge-water is entirely removed.

9. Provision should be made for the immediate landing of all those portions of the cargo of a vessel, and the baggage and clothing, that may be judged capable of generating or communicating disease; and for their proper purification, at such places and under such regulations as shall preclude all danger of their exerting a morbid influence, either immediately, or upon their subsequent admission into the city.

10. Provision should be made for the immediate landing from on board of vessels as they arrive, of all persons who are actually laboring under disease, and for their due and comfortable accommodation and treatment, until such time as they can be taken charge of, and properly cared for by their friends.

11. In the case of a ship-load of squalid passengers, or those strongly predisposed to disease, their clothing, beds, and other effects, should be at once subjected to a thorough ventilation and purification, and, upon their landing, adequate measures should



be adopted to prevent them from crowding together in confined, unhealthy, and ill-ventilated dwellings and localities.

12. When a vessel arrivés in a foul condition, or on board of which disease has prevailed during the voyage, after her crew and passengers have been removed from her, she should be subjected to a thorough process of cleansing and purification ; for which purpose it may be necessary to discharge her cargo at a safe distance from the city, and to allow only such portions of it to be conveyed there as are incapable of creating disease, the residue being subjected to ventilation in such a manner as shall prevent it from suffering damage and all avoidable deterioration.

13. The carrying out of these provisions should be intrusted to a single officer, with such assistants as may be required to aid him in the performance of his functions.

14. This officer should be a regular physician, of unquestionable talents and experience, and possessed of great decision and rectitude of character.

15. His compensation should be sufficiently ample to enable him to devote his entire attention and energies, throughout the year, to the duties of his office.

16. While the power of removing him for incompetency, neglect, or other adequate cause, should be vested in some competent tribunal, his appointment should be based solely upon his capacity to fulfil satisfactorily his incumbent duties, and his continuance in office made dependent upon his faithful and skillful discharge of those duties.

17. To this officer should be intrusted the sole and entire decision, under certain general provisions established by law, as to the treatment required in the case of each vessel that shall arrive, and of its cargo, crew and passengers, and to place it and these in a condition to prevent any danger of the introduction, by them, of disease ; he, at the same time, being held to a strict accountability for the manner in which the discretionary power thus confided to him, is executed.

18. As in every community a Board of Health is necessary to watch over its sanitary condition, and to prevent or remove all

domestic sources of disease, this body would appear to be the one in which the power of appointing, and the general supervision of the official conduct of the Quarantine Physician may, with the greatest propriety, be invested.

19. With a view to procure a uniformity in quarantine regulations throughout the several ports of the United States, the assembling of another, and probably several, conventions similar to the present one, will be required.

20. To provide for the assembling of such a Convention in 1858, it is suggested that the President, Vice-Presidents and Secretaries of this Convention, with a committee of one member from each State represented in the Convention, be continued after our adjournment, as commissioners for the purpose of taking the necessary steps for the call of a Convention next year; *Provided, however*, that their powers shall cease immediately upon the assembling and organization of the Convention of 1858.

21. A thorough examination should be made of all immigrants on their arrival; and if they are not protected against smallpox, they should be vaccinated.

22. We recommend that there should be attached to our Boards of Health and Quarantine establishments, stations for minute meteorological observations, and vaccine establishments; and that records of these be published at stated periods for the public benefit.

23. We advise the introduction of increased comforts for crews and passengers, and the ventilation and purification of vessels by a more effectual method.

Signed,

HENRY F. ASKEW,  
WM. M. KEMP,  
ED. H. BARTON,  
D. FRANCIS CONDIE,  
GEORGE HAYWARD,  
USHER PARSONS,  
WM. SELDEN,  
HOMER FRANKLIN,  
JOHN H. DIEHL,

*Committee on Business."*

On motion of Dr. CONDIE, it was

*Resolved*, That the vote of each delegation on the adoption of the report of the Committee on Business, be entered on the minutes.

The delegations voting in the affirmative were :

*Massachusetts*.—Boston Board of Health, Boston Port Physician, (External Health,) Boston Marine Hospital, (Internal Health.)

*Rhode Island*.—Providence Board of Health, Providence Medical Association.

*New York*.—Board of Health.

*New Jersey*.—Newark Board of Health, Camden Board of Health.

*Pennsylvania*.—Philadelphia Board of Health, Philadelphia Board of Trade, Philadelphia College of Physicians, Philadelphia County Medical Society.

*Delaware*.—Wilmington Board of Health, Medical Association of Wilmington.

*Maryland*.—Baltimore Board of Health, Baltimore Board of Trade, Baltimore Medical and Surgical Society, Baltimore Pathological Society.

Those who voted in the negative were :

*Virginia*.—Norfolk Board of Health, and Norfolk City Councils.

The delegations from the Common Council of New Orleans and the New Orleans Board of Health, reported each a tie vote.

On motion of Dr. CLARK, of Boston, it was

*Resolved*, That the Business Committee, with the Secretaries of the Convention, be authorized to revise and print in a convenient form, and distribute to the members of this Convention, its

proceedings; including, also, in an Appendix, such of the communications which have been addressed to it as they may think proper.

On motion of Mr. DIEHL, of Philadelphia, it was

*Resolved*, That when this Convention adjourns, it adjourn subject to the call of the President of the Convention.

On motion of Mr. QUINCY, of Baltimore, seconded by Dr. STEINER, of Baltimore, it was

*Resolved*, That the Convention be recommended to hold its next annual meeting in Baltimore.

On motion of Dr. LINDSAY, of New Orleans, it was

*Resolved*, That each municipal body represented in this Convention be recommended to appoint one or more capable persons to keep a record of the invasion or origin and progress of future epidemics that may from time to time visit them, and return a copy of the same to this Convention.

On motion of Dr. JONES, of New Orleans, it was

*Resolved*—1. That in addition to the usual quarantine establishments, this Convention recommends the introduction of efficient means for removing all persons of limited means from infection, and for preventing the ingress of immigrants and other unseasoned people into ports and cities laboring at the time under pestilential diseases.

2. That in all cases where rumors and unauthorized reports indicate certain ports or cities as the seats of epidemic and pestilential diseases of the nature provided against, no such reports shall be the basis for action elsewhere, unless sustained by an official declaration of the Boards of Health, or other properly constituted authorities.

3. That all such Boards of Health and other public authorities, shall be obligated to declare the existence of invasions of yellow

fever and cholera, in their epidemic forms, as they may from time to time make their appearance in the localities under their control.

On motion of Dr. SNOW, of Providence, it was •

*Resolved*, That we recommend the adoption of a complete, accurate and uniform system of registration of births and deaths in all our cities, as a necessary accompaniment of efficient sanitary measures.

On motion of Mr. HASWELL, of New York, it was

*Resolved*, That the thanks of this Convention be extended to Dr. Wilson Jewell, for the courteous and able manner in which he has presided over our deliberations, and that we congratulate the citizens of the United States upon the promise of benefits which are confidently expected to arise from the action of this body.

On motion of Dr. PARSONS, of Providence, it was

*Resolved*, That the thanks of this Convention be and are hereby tendered to the public officers and to the managers of the public institutions of Philadelphia, for the many civilities extended to the delegates during their attendance in this city.

The thanks of the Convention were, on motion, extended also to the Business Committee and to the Secretaries.

The Convention then adjourned.

EDWARD HARTSHORNE,  
HOMER FRANKLIN,

*Secretaries.*

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APPENDIX.

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## APPENDIX.

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[Mr. FRANKLIN, from the New York Board of Health, remarked that as the medical profession of the city of New York was not represented in the convention, he would offer a paper relative to the subject of quarantine laws, by Dr. JOHN W. STERLING, formerly Physician-in-chief of the Marine Hospital, Staten Island, and requested that the same should be read by the Secretary.]

It was referred to the Committee on Business, and, in accordance with the discretionary power given by resolution of the Convention, was, by them, ordered to be published, as matter communicated, but not acted on, by the Convention.]

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### DR. STERLING'S PAPER.

The utility of quarantines depends upon their capability of protecting communities against the ravages of pestilential and malignant diseases, usually considered contagious or infectious, when introduced by vessels arriving from a foreign port; or rather of preventing the introduction of infectious or contagious diseases from abroad. With these establishments, hospitals for the sequestration, care, and sanitary treatment of the sick with such diseases, are connected, which, instead of being regarded as

nuisanees, should be considered humane institutions for the relief of the suffering stranger, as well as for the protection of citizens against the introduction of contagious disease.

The most formidable diseases requiring quarantine restrictions are the plague, smallpox, typhus fever, the cholera and yellow fever. With the plague we have never been visited, and are not likely to be. Great numbers of cases of smallpox yearly arrive in the port of New York, especially in the spring of the year, and, for the most part, from Germany, and are admitted into a hospital at quarantine, devoted exclusively to their treatment and care. Against the invasion of this disease into our cities we are protected by vaccination, which, when genuine, is an almost infallible preventive.

Typhus fever is most frequently introduced, in the form of ship fever, during the winter and spring, and is apt to spread and become epidemic when circumstances favor its propagation. For the last two years, however, very little of this disease has been imported, and still fewer cases of the highly malignant type of 1852, 1853 and the three or four previous years. In consequence of the seeds of this disease often remaining dormant in the system for weeks, and probably months, ere it is fully developed, it is difficult, if not impossible, to prevent its introduction. Hence there should be in every city, hospitals, or wards of hospitals, for the reception of such cases, in order to obviate the risk and suffering which must result from transporting the sick to the remote points at which quarantine hospitals may be located.

The Cholera Asiatica is a disease which, like the Black Death in Europe of former centuries, we hope has taken its final departure. Against the spread of this disease quarantine and

sanitary cordons have in most instances proved abortive. Nevertheless, should it re-appear, exclusive hospitals should be appropriated for its reception, for it not only travels on the wings of the wind, but is likewise highly contagious.

The disease, however, which we most fear the introduction of, and against which the people demand the most rigid quarantine restrictions, is yellow fever. This disease is of a miasmatic origin, and has been brought into the port of New York in vessels, generally coasters from the South, either by the foulness of the vessel, the sickness of persons on board, a damaged cargo, or the clothes or bedding of those who had died from this fever, or from several or all of these causes combined.

It may be brought to New York (when the average temperature is about 80 degrees) from a sickly port, and not be perceived until after the arrival of the vessel, and perhaps not until she has broken bulk. And a vessel from any port where the average temperature is 80 degrees, not passing into a colder atmosphere, may bring the yellow fever if it is prevailing at the port of departure, or if she lies alongside of an infected vessel, or if the crew are otherwise exposed to it. The progress of this fever is checked by violent atmospheric commotions, and destroyed by frost. It is not contagious or epidemic in a perfectly pure atmosphere, unless it be pent up in clothes, or other substances, from persons who had the disease, and then it will spend itself on those first attacked. It will develop itself in from two to twelve days after the infection, and may, indeed, sooner.

That the yellow fever is not contagious *per se*, is admitted as a fact, by those who are most conversant with its history, or who have become most familiar with it by experience; and it is equally a fact that it can be imported, and that it will spread in

an atmosphere favorable for its propagation. Every year there are several cases of yellow fever presenting themselves in the city of New York during the summer and autumnal months; yet, whether located in the city hospital or elsewhere, they have been limited to the individuals attacked, and have not been communicated to the attendants or others.

In the West India Islands, at least some of them, it is not unusual to remove patients laboring under yellow fever into hospitals containing other sick; they have actually been placed in beds alternate with them, and that without communicating the disease to such alternates. It must be borne in mind, however, that these hospitals are located at a distance from miasmatic influence, and in elevated and airy situations. That it may be brought from sickly ports by foul vessels, damaged cargoes, the filthy garments or bedding of the sick, and communicated to those who may come in contact with them, is not doubted, but admitted by those who have had opportunities for observation; but it is then limited to, and spends itself upon individuals thus seized, unless there be a peculiarity in the atmosphere favorable for the assimilation of the miasmatic poison which engendered the disease; in which case it may become epidemic.

During the summer of 1848, many soldiers returning from the port of Vera Cruz, at the close of the Mexican war, were landed at the Marine Hospital at quarantine, sick with yellow fever and dysentery. The vessels from which they debarked were brought to anchor off the eastern shore of Staten Island, half a mile distant, or more. The disease was not confined to the Marine Hospital, but prevailed to an alarming extent a mile or less south of it, at Stapleton, and in the vicinity of a place called Rocky Hollow.

This Rocky Hollow was then a marsh, a complete quagmire, which continued to evolve its deleterious miasm throughout a hot, dry, and long protracted summer, which miasm becoming commingled with the foul air wafted from the infected vessels, the deterioration of the atmosphere was aggravated, so that it assumed that peculiar constitution which fitted it for generating or propagating an intense form of bilious or yellow fever. In this way, it seems, the disease became epidemic, and not by the contiguity of the well with the sick. In some instances, however, it was traced to the washing of the clothes or bedding of those who had been sick or died with the disease.

The doctrine that "a little leaven leaveneth the whole lump," is herein carried out; and the leavening of the atmosphere is not more mysterious. It is not absurd, neither is it a novel opinion, that a certain quantity of atmospheric poison may communicate its baleful influence to the surrounding air, gradually extending its pernicious effects until frost arrests the further elimination of the miasm from the soil. The spread of the leprosy in the walls of the houses of the Jews, as related in Leviticus, is a mystery. The disease which a cord of beech wood gradually undergoes from the presence of a single *dosey stick* in the centre, is a mystery, but nevertheless a fact; and, although we cannot fully appreciate the manner in which the atmosphere becomes contaminated by the introduction of a foreign poison into it, yet it seems to be as palpable as that a tree is known by its fruits.

This doctrine then indicates the importance of improving the condition of the soil, if we desire to limit the extent of contagious disorders derived from abroad. In order, then, that yellow fever, imported from abroad, should become epidemic in any particular locality, it would seem to be necessary that the

atmosphere of that locality should be ripe for its reception. Since the year 1848, Rocky Hollow has been filled up and drained, and water, which would otherwise stagnate, now flows off as fast as it accumulates, so that it seems less susceptible of generating fevers than formerly. The yellow fever prevailed at the Marine Hospital during the last summer, but Stapleton and Rocky Hollow were exempt from it, notwithstanding it prevailed south of it, and this exemption may be attributed to the improved condition of its soil. Whereas, on the shore of Long Island opposite, between which and Staten Island *the vessels that arrived with the sick were anchored*, yellow fever prevailed to a very alarming extent; gradually progressing from a southern point towards Brooklyn, and even reaching that city, where it was arrested by the frost. Now this western shore of Long Island abounds in marshes, and, during the heat of summer, poisonous exhalations are evolved from them in consequence of the putrefaction or decomposition of the vegetable growth, hastened by the commingling of salt water with fresh. The reason, therefore, that yellow fever prevailed on the Long Island shore, is attributable to the condition of its atmosphere, the constitution of which was ready for the reception of the foreign poison; and doubtless, until the soil there is improved by draining, there will be a tendency in yellow fever to recur there under similar exciting causes.

With respect to the spreading of yellow fever in the city of New York there is now but little cause for apprehension. In 1819,\*

\* It was in 1819 that the yellow fever appeared at Coenties' Slip. In the year 1822 it broke out at the foot of Rector street, when it prevailed to a greater and much more alarming extent.



when it prevailed over a considerable portion of the southern extremity of the city, into which it was introduced by a foul vessel lying at Coenties' slip, this slip, as well as many other docks, when the tide was low, exposed an immense mass of mud to the rays of the sun, which evolved a putrid effluvium, a very fruitful vehicle for the reception and transmission of a poisonous miasm. But now the docks and slips present a very different aspect, and are always covered with water, so that the filth, the offscourings and drainings of the city, are no longer exposed to the rays of a vertical sun.

From the preceding remarks, therefore, we judge that something more than, or besides, quarantine restrictions are necessary in order to prevent contagious diseases, when imported, from becoming epidemic, and these are *sanitary laws and regulations*, strictly enforced. Yet, as it has been shown that a foul ship can contaminate the atmosphere, it becomes absolutely necessary to prevent every ship that is foul or offensive, or that has a cargo in a damaged or putrid state, although the place from which she sailed, or the persons on board, be ever so free from sickness, from approaching the city before it is thoroughly cleansed. There is no cause, on the contrary, for detaining, on account of yellow fever, a ship which is in itself in a pure and healthy state, from whatever port she may have come, or at which she may have touched during her voyage; for a clean ship cannot contaminate the atmosphere.

It is necessary and most important that, during the autumnal and summer months, there be a vigorous inspection into the state of every ship which has a perishable cargo, *while she is discharging*. In this manner the danger, when it exists, will be



detected before it can be extended to any considerable distance or number of persons, and thereby be promptly removed.

So far, however, as the sick are concerned, they can be removed to hospitals, or other suitable tenements, no matter where located, provided they are convenient, well ventilated, and properly equipped or attended. So far as the sick themselves are concerned, unless the constitution of the circumambient atmosphere is ready, or in a fit state, for the propagation of the disease or poison, they cannot communicate it; it will disappear with their cure, or die with their death; but let their garments be purified, as it were, by fire.

But how are we to protect our city, if our southern commerce or coasters be stopped, against the ingress of yellow fever by land? Our communication with New Orleans and other southern cities, where yellow fever is apt to be epidemic, is now very rapid by land, and the time of traveling from these places to ours will soon be much less—and as we have observed that the seeds of yellow fever may remain latent in the system some eight or ten days, a man may bring the disease with him, and have not the slightest appearance of it, so long as it remains dormant. A nurse in one of the Norfolk hospitals came to the city of New York by land, in the autumn of 1855. He seemed slightly indisposed, but did not regard himself as actually sick; nevertheless, as he had but recently left a hospital where yellow fever prevailed, he was sent to the Marine Hospital at Staten Island, where the disease immediately manifested itself, and in three days he died with black vomit.

Again, should our commerce with the South be interrupted during the summer season, as it is likely to be, from the remote distance, say twenty miles from the city, to which the quaran-

tine is about to be removed, will not goods, merchandise, foul clothing, or fomites of a virulent character, in some vehicle or other, be brought by rail cars to the city? This question is worthy of due consideration, for I am fully persuaded that if yellow fever were contagious, there would be more than one avenue of importation; and unless we are protected by sanitary measures, all quarantine restrictions will be utterly futile, so far as warding off its ingress or preventing its becoming epidemic is concerned.

But, to close this long paper. Let the importance of cleansing foul ships, prohibiting the landing of damaged cargoes, or rotten fruits, or rotting clothing, into our city, or into any populous town, be fully appreciated and sustained, and you have secured almost all the good that can be derived from mere quarantines. Beyond these, quarantines are an intolerable burthen, annoying to the traveler, frequently distressing to the sick, oppressive to the merchant, and injurious to trade. In short, even with domestic sanitary measures or aids, quarantines are but of little use, without them, they are still less so.

[The following letters having been read to the Convention, were referred to the Committee on Business; and, under the authority given by resolution of the Convention, were ordered to be published as communications received, but not acted on, by the Convention.]

### MR. BELL'S LETTER.

BROOKLYN, N. Y., May 14, 1857.

WILSON JEWELL, ESQ.,

President of the Quarantine Convention, Philadelphia.

SIR:—Having, by previous occupation and opportunity, as medical officer in U. S. Navy, become much interested in quarantine, I have long since concluded that the proper object of quarantine can be accomplished only by such modifications of the regulations as will harmonize them with the enlightenment of the age and the spirit of humanity. I trust, therefore, you will excuse my presumption in sending you the accompanying pamphlets, giving a brief history of the institution.

I have unceasingly advocated—

1. Immediate freedom to all well persons.
2. Warehouses for infected goods, with provision for unloading and ventilating such as are found to be so, *immediately* on arrival.
3. Anchorage ground at such a distance and direction from the warehouses, and all populous neighborhoods, as to endanger no one; and
4. A Marine Hospital, also at such a distance from the warehouses and anchorage ground, as to be in no danger from them.

Quarantine on such a basis presents the greatest advantages for health, and the least obstacle to commerce. Well people have their freedom without being kept subject to the causes of disease; sick persons, a chance of recovery; merchants, their ships in the shortest possible time, and goods, their safety.

In New York, and all other places in the United States where yellow fever only occasionally prevails, it has always been preceded by southerly winds; yet these have never brought it unless they have had infected cargoes in their line. Last year, as on all previous occasions, in New York, the first cases on shore were in a direct line of the prevailing winds and quarantined ships.

Trusting, sir, that the Convention over which you have the honor to preside, may result in the greatest benefit to humanity and commerce, compatible with its object,

I have the honor to be,

Respectfully, your ob't serv't,

A. N. BELL.

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### MR. WHEELER'S LETTER.

237 BROADWAY, NEW YORK, May 15, 1857.

WILSON JEWELL, M. D., President, &c.

DEAR SIR:—The formation of a “National Quarantine Convention” is, in my judgment, one of the important events of the age. No subject connected with the commercial growth of the country is so important; our coasting trade extending to almost all latitudes, and the jealousy of near, as well as remote harbors, demands a general quarantine law. This cannot be accomplished

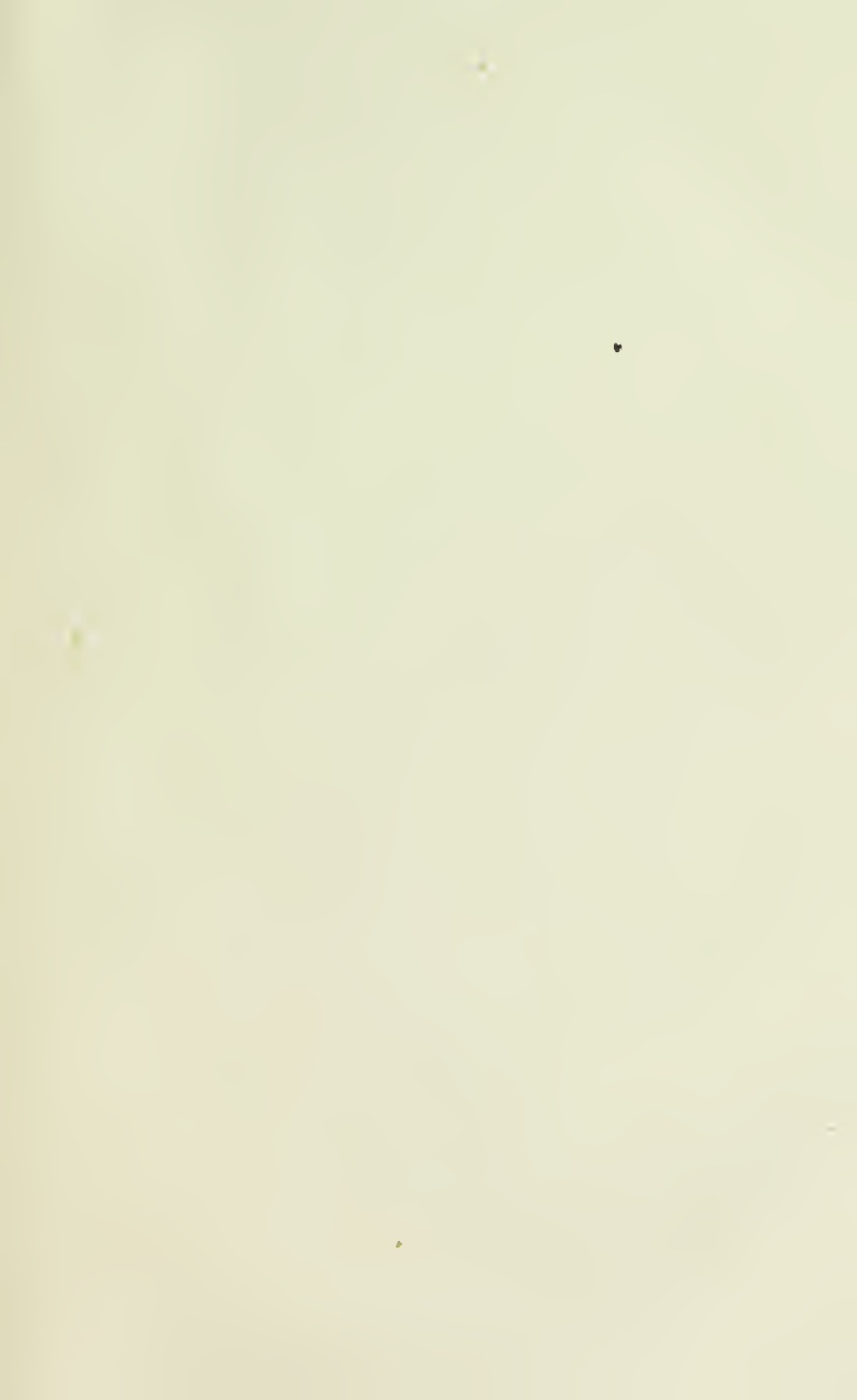
without comparing the sentiments of those who dwell in the places to be affected, and the enactment of statutes which will be uniform, and, if possible, advantageous to all.

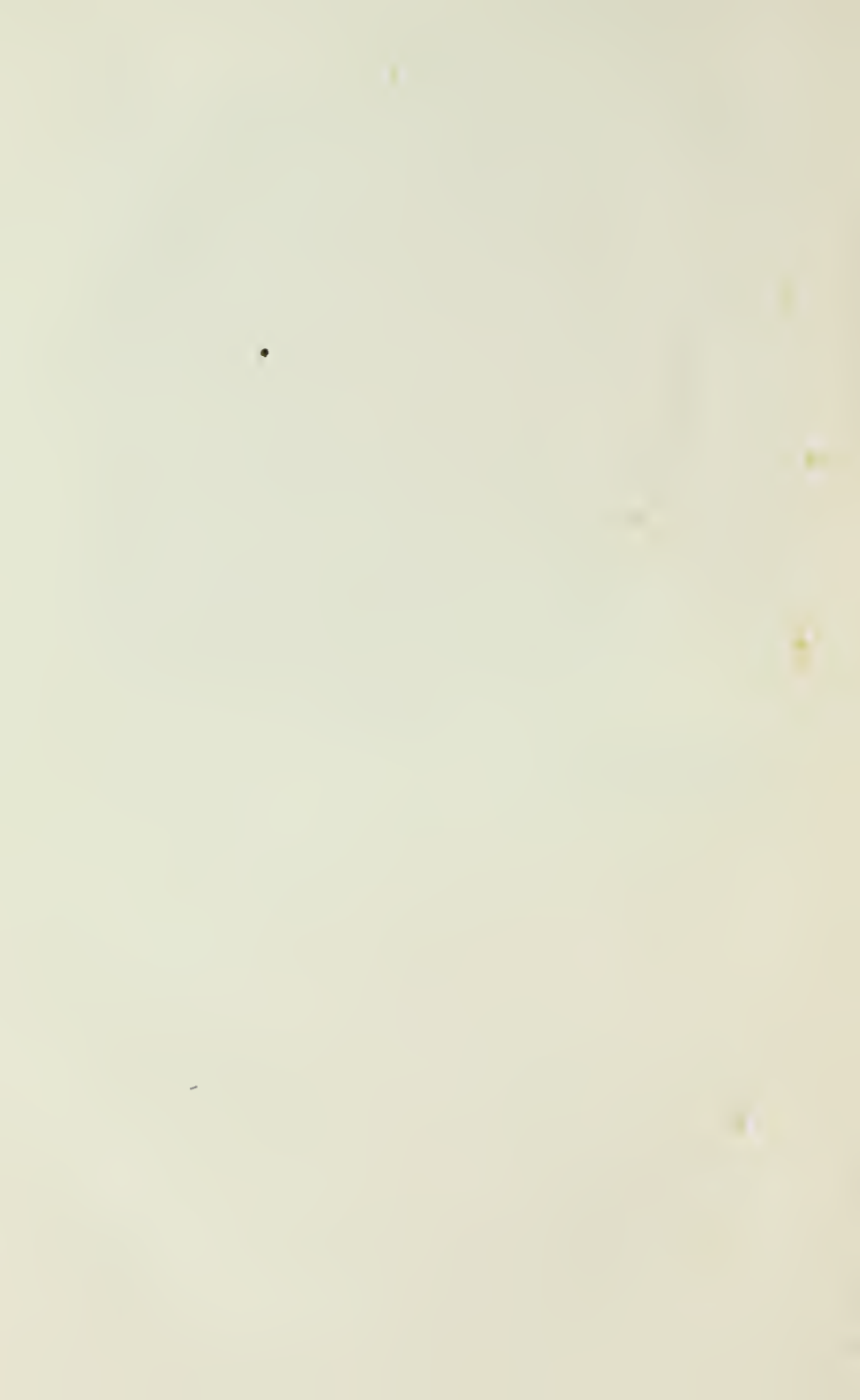
In addition to this great demand, I think another good may be accomplished by the Convention over which you preside, if you can induce the government of the United States to create a commission, and send one or more able men to different parts of Europe for the purpose of obtaining information which can be relied on, in relation to the condition of the various European harbors, the necessity of the enforcement of the present and, in very many cases, useless quarantine regulations, and, if possible, modify them, and make them subject to treaties. Could this be effected, commerce and humanity both would thank those who conceived and carried into execution such a purpose.

Pardon, my dear sir, this note, and believe me,

Yours, &c.,

D. E. WHEELER.















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